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**DRAFT MUNICIPAL SERVICES REVIEW REPORT**  
**FOR THE**  
**CITY OF DORRIS, CA**

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**MARCH 2011**

*Submitted to:*

**THE SISKIYOU COUNTY LAFCO**  
806 South Main Street  
Yreka, CA 96097





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## 1.0 INTRODUCTION

Every Local Agency Formation Commission (LAFCo) in California is required to periodically perform Municipal Service Reviews (MSRs) for agencies within their jurisdictions by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act, California Government Code Section 56000 et. seq.). The MSR process provides an overview of the provision of services and infrastructure within cities and service districts, and offers an opportunity for integration with other LAFCo actions including the creation or update of sphere of influence (SOI), and LAFCo-related California Environmental Quality Act (CEQA) evaluations.

MSRs must address at least the following six community facility and service factors:

1. Growth and population projections for the affected area;
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies;
3. Financial ability of agencies to provide services;
4. Status of, and opportunities for, shared facilities;
5. Accountability for community service needs, including governmental structure and operational efficiencies; and
6. Any other matter related to effective or efficient service delivery, as required by commission policy.

This MSR for the Town of Fort Jones includes determinations concerning these factors.

## 2.0 EXECUTIVE SUMMARY

### City Background

The City of Dorris was established as a result of the railroad coming through the Butte Valley in 1907. The local economy is primarily agriculture/ranching with some lumber/millwork as well. There is currently no significant manufacturing occurring within the City and the major employers are federal, state, county, and local government agencies with operations in the area, including those in Klamath Falls, Oregon. The town was incorporated in 1908 as the "Town" of Dorris. In 1963, the Town of Dorris changed its name to the City of Dorris.

### City Governance

The City government consists of a City Council, an administrative staff, a public works department, and a volunteer fire department. The City is directed, administratively and financially, by the City Council in concert with city staff. The City of Dorris General Plan was last updated in 2007.

### City Boundaries

The City of Dorris is located in northeastern Siskiyou County in Northern California approximately two miles south of the Oregon border. The City of Dorris is the seventh largest city in Siskiyou County with a population of 858 persons as of January 2010.<sup>1</sup> The City is located along State Route 97 and is approximately 0.75 mile long from north to south and approximately one mile wide from east to west. The city limits contain approximately 460 acres comprised of a variety of land uses, the largest of which is residential.

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<sup>1</sup> *State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark. Sacramento, California, May 2010.*

The City's sphere of influence was last updated by the Local Agency Formation Commission (LAFCO) in 1985 and is coterminous with the city limits. (See **Figure 1, City Boundaries.**)

The City owns and utilizes numerous properties, buildings, facilities and infrastructure, which are described later in this MSR, to support the function of the City. **Figure 2, City Owned Properties,** shows the location of all city-owned properties.

### **Summary of MSR Determinations**

Following is a summary of the determinations that are required to be made in conjunction with municipal service reviews pursuant to Government Code Section 56430. Discussion of these determinations and related factors is included in Section 7.0 of this MSR.

#### 1. Growth and Population

The City of Dorris has experienced a negative population growth rate of less than one percent per year over the past two decades. Without an influx of employers in the region, it is unknown whether the population will continue to decline, stabilize, or rebound slightly. As such, the population projections contained herein include two distinct rates of growth over the next 25 years; one is an annual increase of 0.32 percent and the other is an annual decrease of 0.32 percent. (See **Table 10, City of Dorris Population Projections.**) Should the population increase as projected by the positive growth scenario, there is sufficient vacant land within the city limits to accommodate this growth. Further, there are sufficient commercial and industrial lands available with which to support this population. In any event, growth pressure is not expected to warrant expansion of the sphere of limits or city limits within the foreseeable future.

#### 2. Capacity of Public Facilities and Adequacy of Public Services

The existing public facilities and services are adequate to serve the City. The City is actively working on securing grants and/or loans to upgrade the City's water system. The City would benefit from master plans to guide development of infrastructure for future development. The City will have to identify new sources of funding to provide facilities and services to accommodate planned growth of the community.

Discussion of specific infrastructure needs and recommendations is included in Section 3.0 of this MSR.

#### 3. Financial Ability of the City to Provide Service

The City currently utilizes a number of funding sources including tax revenue, grants and fees. Like many small rural cities, the City of Dorris' annual budget usually balances out near zero at a slight deficit. Due to the variable nature of State funding and other grant sources that the City utilizes for operating costs, the City occasionally has to utilize reserve funds to finance budget deficits. The City currently does not have the financial ability to serve a larger area than that of the existing City limits without the adoption of impact fees, reasonable rate restructuring, revenue generation, and continued tight spending practices.

#### 4. Status of, and Opportunity for, Shared Facilities

The City of Dorris utilizes several facilities, including the City Hall building, for shared services. At this time there are no plans for additional combination of City services with services from other providers, or sharing facilities with other agencies.

## 5. Accountability for Community Service Needs, Government Structure and Operational Efficiencies

The City of Dorris' local accountability is good and the government structure and operations are efficient at serving the current and planned community service needs.

## 6. Other Matters Required by Commission Policy

Siskiyou LAFCo does not have any policies that require additional determinations for other matters.

### **MSR Recommendations**

Based on the need to update the City's existing water infrastructure and limited revenues, it is recommended that the City continue its pursuit of grant monies. It is anticipated that with existing development fees, monthly user fees, and the periodic acquisition of grant monies, the City will be able to meet the demands for its public services within the current city limits.

### **Sphere of Influence Review and Determinations**

As noted, the City of Dorris' current sphere of influence, which is coterminous with the city limits, was adopted by Siskiyou LAFCo in 1985. No interest or intent has been expressed by the City to request amendment of the current sphere of influence. In consideration of the analysis of this Municipal Service Review (MSR) for the City of Dorris as it pertains to the city's sphere of influence, the following determinations pursuant to Government Code Section 56425(e) are recommended:

#### 1. Present and planned land uses in the area, including agricultural and open-space lands.

There is no aspects of present and planned land uses identified in the MSR concerning the City of Dorris that warrant amendment of the city's current sphere of Influence. The current sphere of influence encourages in-fill development and a compact municipal development pattern. Retaining the current sphere of influence will not result in encroachment or adverse impacts on agricultural or open-space lands surrounding the city.

#### 2. The present and probable need for public facilities and services in the area.

There are no issues identified in the MSR relative to present or probable need for new public facilities and services in the area that warrant amendment of the current sphere of influence.

#### 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

There are no issues identified in the MSR relative to the present capacity of public facilities and/or the adequacy of public services in the vicinity of the City that warrant amendment of the current sphere of influence.



#### 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

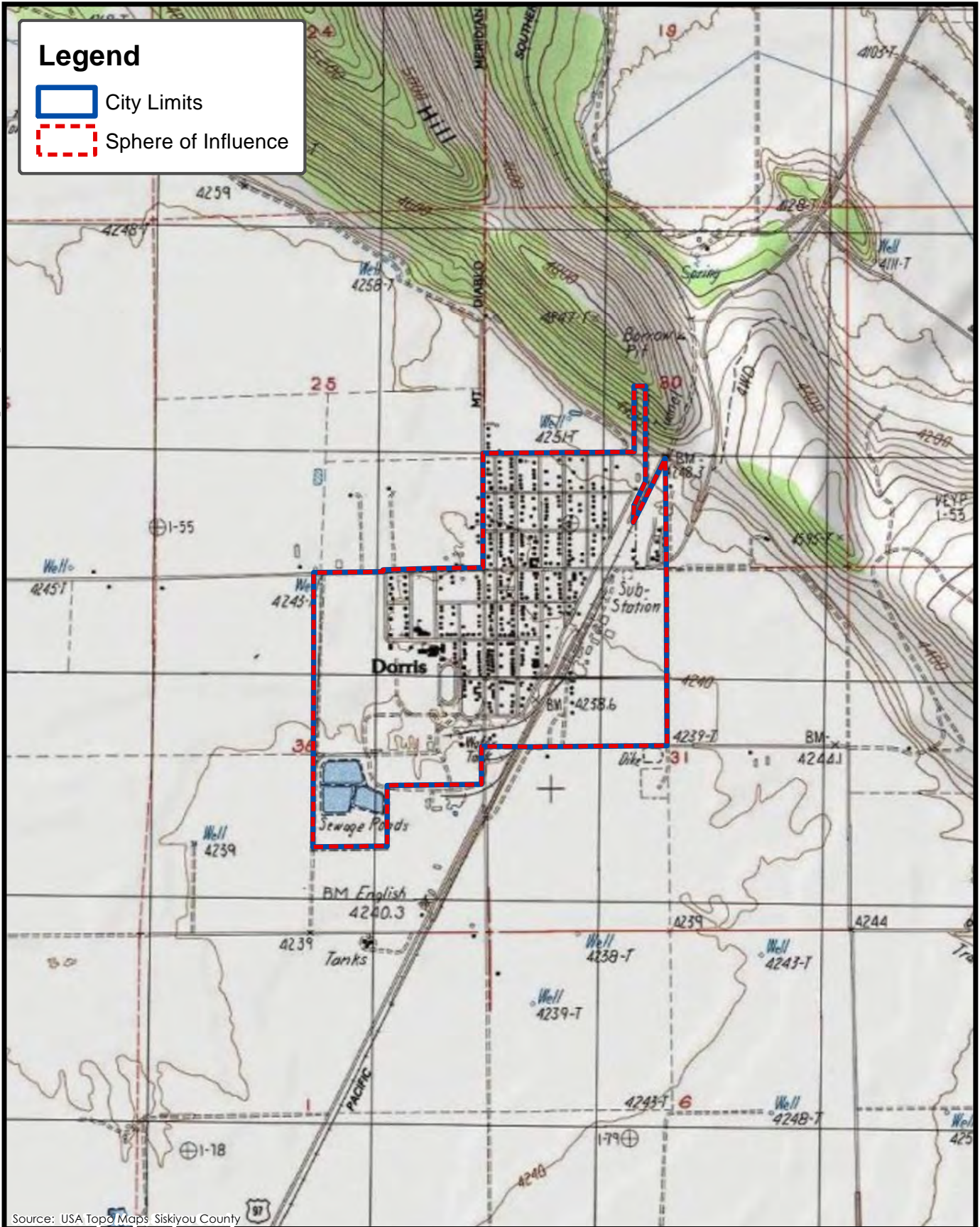
There are no issues identified in the MSR relative to any social or economic communities of interest in or around the City that warrant amendment of the current sphere of influence.

Based on these recommended determinations, it is recommended that LAFCo verify that it has reviewed the sphere of influence for the City of Dorris pursuant to Government Code Section 56425(g) and that the current sphere of influence, without amendment, is appropriate and acceptable for the purpose of promoting the logical and orderly development of areas within the sphere.



**Legend**

-  City Limits
-  Sphere of Influence



Source: USA Topo Maps Siskiyou County

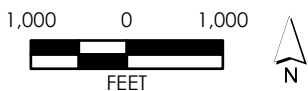



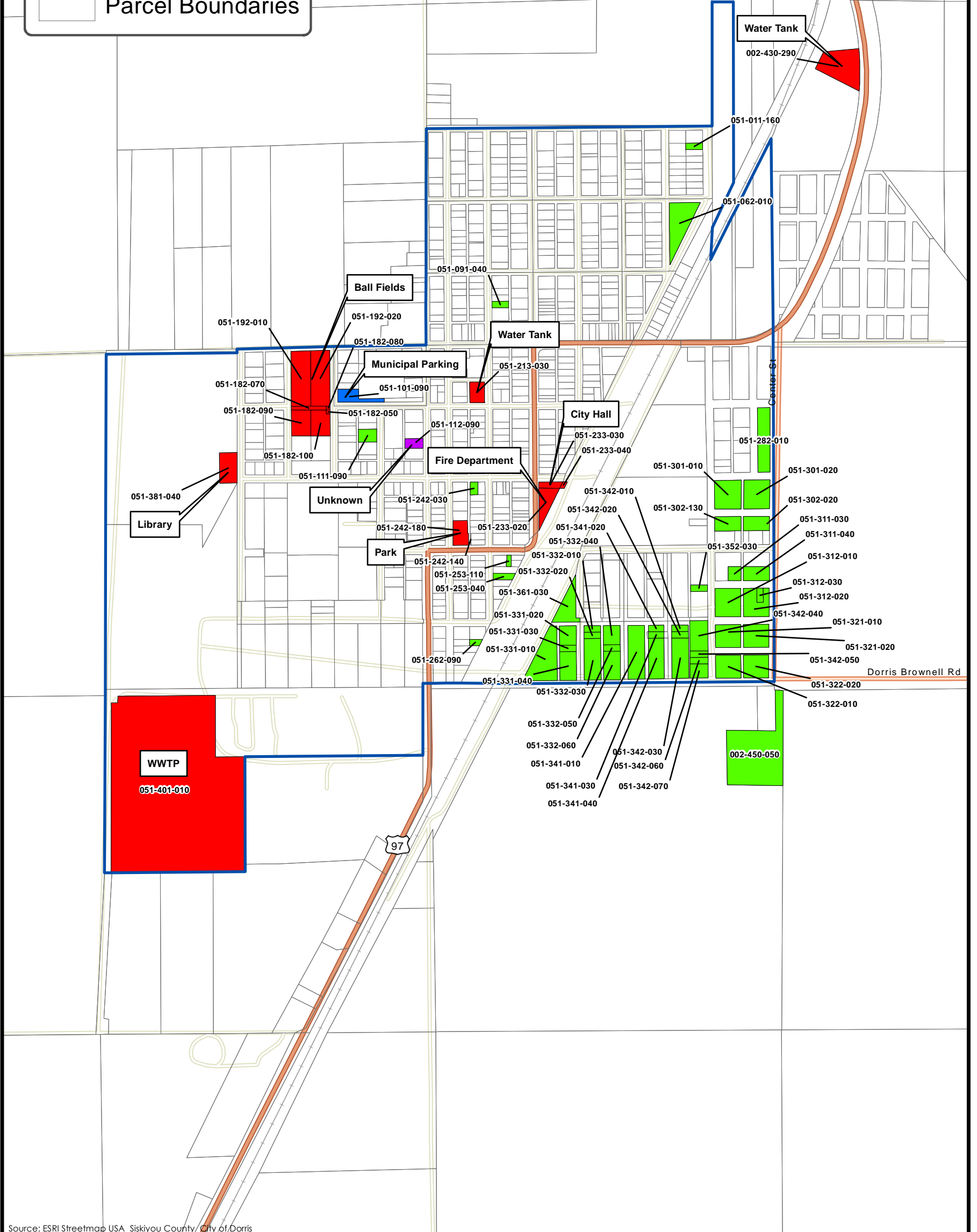


Figure 1  
City of Dorris Boundaries



# Legend

-  City Limits/SOI
-  City Facilities
-  Municipal Parking
-  Unknown
-  Vacant
-  Parcel Boundaries



Source: ESRI Streetmap USA Siskiyou County City of Dorris

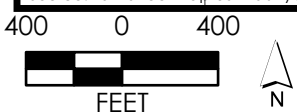


Figure 2  
City of Dorris Properties





### **3.0 Infrastructure, Facilities and Services**

The City of Dorris City Council determines infrastructure needs on an "as needed basis," and makes decisions dependent upon age, wear, and need of equipment and facilities. Vehicles are replaced and/or upgraded when a need is determined by the city staff, subject to approval by the City Council, and as funding is available for such replacement. (A list of all city-owned vehicles is included as **Appendix A, City-Owned Vehicles and Equipment.**) Maintenance of all city-owned vehicles is performed on a regular basis by city staff. New or upgraded infrastructure and facilities are financed by a number of techniques including the General Fund, fees, taxes, loans and grants.

### **3.1 WATER INFRASTRUCTURE**

#### Water Supply

The City of Dorris receives its municipal water supply through the pumping of groundwater. The City's principal well has been in service since 1965 and produces approximately 1.8 million gallons per day (MGD). While this is adequate to satisfy existing demands on the system (1.4 to 1.7 MGD), there is little remaining capacity with which to accommodate future growth of the community. There is one other "active" well in the City; however, this well has been plagued with water quality issues that include arsenic, barium and nitrate levels that exceed State drinking water standards. As a result, use of the well is strictly limited to backup service during emergency situations. Given this reliance upon a single well, pumps must operate in excess of 21 hours each day in order to meet peak day demands. This leaves little opportunity for servicing of the equipment as it becomes necessary. Faced with such a limitation, the City has proposed construction of an additional well to augment its municipal water supply. However, given the cost of improvements and limited revenues with which to make such an investment, the City must rely upon grant funding and has applied to a number of agencies to help finance the improvements.

#### Water Storage

Water from the City's primary well is pumped approximately one mile to a 750,000-gallon water storage tank located outside of town on Dorris Hill (APN 002-430-290), after which the water is conveyed back to town via gravity. The tank, which has adequate capacity to accommodate approximately half of the City's peak day demand, was constructed in 1982 and has an expected remaining service life of 35-40 years.

Similar to the City's reliance upon a single well, the City is faced with a challenge whenever it becomes necessary to take the tank out of service for repairs. The City has, therefore, proposed construction of an additional water storage tank to remedy the situation. However, once again, given the cost of improvements and limited revenues with which to make such an investment, the City has had to apply to a number of agencies for the necessary grant funding.

#### Water Distribution

The City has an ongoing program of upgrading its water distribution system as funding allows. While considerable work on the system has been completed, approximately fifty percent of the City's water distribution system consists of steel pipelines that are 50 years old or older. A number of these older steel lines have developed leaks and are failing at an increasing rate. This has resulted in the distribution system being exposed to possible contamination by groundwater intrusion, as well as becoming a maintenance hardship for city staff. According to the city

engineer, replacement of approximately 6,000 feet of the old distribution lines is urgently needed in order to assure a safe, reliable water supply for the community.

**Table 1  
Water Supply Infrastructure**

Infrastructure	APN	Year Constructed	Capacity (MGD)	Needed Improvements
Water Tank	002-430-290	1982	0.75	Exterior paint
Primary Well	051-182-080	1965	1.8	None
Backup Well	051-062-010	1960	N/A	None

Source: James G. Bray, Civil Engineering and City of Dorris

### Future Water Needs

As noted, a number of repairs to the City's aging water distribution system have been identified as being necessary, and some of these improvements are considered to be urgent. According to the city engineer, approximately 50 percent of the pipelines in the City's water distribution system are at or near the end of their useful service life, and of those, approximately 22 percent require immediate replacement. The City is also in need of additional supply and storage capacity.

In a recent assessment of infrastructure related to housing development (Housing Element, 2010), it was projected that the existing water system can accommodate an increase of approximately 20 housing units. As such, given the recent trend of growth (i.e., loss of population), the City's basic water infrastructure is considered adequate to serve the growth that is expected for the next 15-20 years. However, the water system is already operating at maximum capacity in some key system components and may be unable to meet the needs projected by the General Plan.

## **3.2 WASTEWATER INFRASTRUCTURE**

The City provides for the collection, treatment and disposal of wastewater within the city limits. The City's sewer system consists of approximately six miles of collection pipelines, two lift stations, and nearly 0.75-mile of pressure main that deliver wastewater to the treatment plant at the southwestern edge of the City (APN 051-401-010). (See **Figure 2, Wastewater Infrastructure.**) The majority of the system was constructed in one large project that occurred around 1962, and remains in sound operating condition. The treatment plant consists of an aerated lagoon system with a design capacity of approximately 0.30 MGD. Given an existing demand of approximately 0.12 MGD, the treatment plant has adequate capacity to accommodate growth of the community as projected in the City's General Plan and this MSR.

### Future Wastewater Needs

While not a critical improvement given the City's slow rate of growth, the construction of an additional lift station has been proposed to facilitate residential development between Triangle Street and the western edge of the City. When it occurs, this improvement will most likely be installed as part of a developer-driven project, and/or as grant funding is made available.

In a recent assessment of infrastructure related to housing development, the City of Dorris projected that the current sewer facilities can accommodate an increase of approximately 237



housing units. As such, the City's basic sewer infrastructure is more than adequate to serve growth of the community as projected in the City's General Plan and this MSR.

**Table 2  
Wastewater Infrastructure**

Infrastructure	APN	Year Constructed	Capacity (MGD)	Needed Improvements
Treatment Plant	051-401-010	1962	0.30	None
Lift Station #1	051-111-090	1964	N/A	Service pumps
Lift Station #2	051-361-030	1980	N/A	None

Source: James G. Bray, Civil Engineering and City of Dorris

### 3.3 STORM DRAINAGE

With relatively little precipitation, no surface waters, porous soils, and large residential lots, the City has done little to develop a storm drain system for its roadways. Further, what system there is has primarily been installed by the California Department of Transportation (Caltrans) to serve U.S. Highway 97 as it passes through town. However, once completed, these improvements became the responsibility of the City to maintain. Fortunately, aside from two small detention basins, most improvements are limited to french drains, a few drop inlets and drainage pipes. According to City staff, these existing improvements are in good condition.

### 3.4 ROADWAYS

The Public Works Department maintains public rights-of-way (including alleys) that are within the City's jurisdiction. These roadways are maintained as needed and as funding allows. The vast majority of roadway improvements are funded by monies provided by the state. The Siskiyou County 2005 Regional Transportation Plan (RTP), updated by the Local Transportation Commission (LTC) to comply with the California Transportation Commission (CTC) requirements, prioritizes transportation projects within Siskiyou County. The RTP has identified both short-range and long-range capital improvements for the next 20 years for the City of Dorris. All transportation-related improvements within the City of Dorris that are identified in the Regional Transportation Plan are listed in **Table 3, Regional Transportation Plan Road Projects, City of Dorris**. Of the 12 short-range projects identified in the 2005 RTP, only one has been completed and four others are in progress. However, the City also completed two of its long-range projects and partially completed another.

**Table 3  
Regional Transportation Plan Transportation Projects, City of Dorris**

Priority	Funding Source	Route	Description	Cost (\$1,000)	Construction Year	Completed
<b>Short Range Capital Improvement Program (0-10 Years)</b>						
Tier 2	STIP/Local	Triangle Street	Reconstruct, 3 <sup>rd</sup> St to Picard Rd	\$165	TBD	Yes
Tier 2	STIP/Local	State, Portland, California	Rebuild 2 <sup>nd</sup> St intersection	\$83	TBD	Partial
Tier 2	STIP/Local	Pine Street	Rebuild Sly St intersection	\$20	TBD	No
Tier 2	STIP/Local	North Pine Street	Reconstruct, 1 <sup>st</sup> to North St	\$284	TBD	No

Priority	Funding Source	Route	Description	Cost (\$1,000)	Construction Year	Completed
Tier 2	STIP/Local	North Juniper Street	Reconstruct, Railroad to North	\$192	TBD	Partial
Tier 2	STIP/Local	California Street	Reconstruct, 2 <sup>nd</sup> to Hazen	\$100	TBD	No
Tier 2	STIP/Local	Sly Street I/S	Reconstruct, Main to Butte	\$162	TBD	No
Tier 2	STIP/Local	Alamo Street	Reconstruct, 4 <sup>th</sup> to 1 <sup>st</sup>	\$533	TBD	No
Tier 2	STIP/Local	Oregon Street	Reconstruct, Hazen to 6 <sup>th</sup>	\$636	TBD	Partial
Tier 2	STIP/Local	Second Street	Reconstruct, Butte to Railroad	\$304	TBD	Partial
Tier 2	STIP/Local	Seattle Street	Reconstruct, 2 <sup>nd</sup> to 5 <sup>th</sup>	\$365	TBD	No
Tier 2	STIP/Local	Fifth Street	Reconstruct, Seattle to Butte	\$81	TBD	No
<b>Long Range Capital Improvement Projects (11-20 Years)</b>						
Tier 3	STIP/Local	3 <sup>rd</sup> to 1 <sup>st</sup>	Rebuild Portland Street	\$238	2012	Yes
Tier 3	STIP/Local	Sly to 3 <sup>rd</sup>	Rebuild Railroad Avenue	\$547	2012	Yes
Tier 3	STIP/Local	South of 3 <sup>rd</sup>	Rebuild South Pine Street	\$209	2014	No
Tier 3	STIP/Local	—	Rebuild Triangle Street	\$405	2014	Yes
Tier 3	STIP/Local	Seattle to Butte from E. to Alamo	Rebuild Fourth Street	\$362	2016	Partial
Tier 3	STIP/Local	East to Alamo	Rebuild East Fifth Street	\$356	2016	No
Tier 3	STIP/Local	Butte to Railroad	Rebuild North Street	\$633	2018	No
Tier 3	STIP/Local	Portland to Triangle	Rebuild Third Street	\$263	2020	No
Tier 3	STIP/Local	Slate to Triangle	Rebuild Second Street	\$125	2020	No

Source: Siskiyou County 2005 Regional Transportation Plan, Appendix I and Appendix K

Notes: The purpose/need for all projects listed is identified as Safety Improvement in the Regional Transportation Plan

### Future Roadway Needs

As recognized in the RTP, the City is in need of numerous improvements to streets and transportation facilities. Several projects listed in the RTP have not been completed due to a current lack of funding. Immediate needs include those projects listed in **Table 3** as 'Tier 1' priority



### 3.5 LAW ENFORCEMENT

The City of Dorris contracts with the Siskiyou County Sheriff's Department for law enforcement services. Under the terms of the contract, the City is provided with 3,900 hours of law enforcement presence per year with additional response provided as needed.

Over the past three years, the Sheriff Department has responded to an average of 812 incidents per year within the City of Dorris, including law enforcement, medical assists, and fire calls. (See **Table 4, Sheriff's Department Service Calls, 2007-2009.**)

**Table 4  
Sheriff's Department Service Calls,  
2007-2009**

Year	Total Calls
2007	798
2008	719
2009	921

*Source: Siskiyou County Sheriff's Department*

#### Sheriff's Substation

There is a Sheriff's substation located in the City of Dorris at 324 North Pine Street (APN 051-021-140). The property on which the substation is located is shared with the Siskiyou County Superior Court and is owned by the State of California. However, there is no detention facility in the City of Dorris. As a result, all persons arrested in the City must be transported approximately 67 miles to the Siskiyou County Jail in Yreka for booking.

#### Future Law Enforcement Needs

Service needs are determined by population, activity level, and government mandates. Expansion of services, when needed, will be based on need and available funding and must be approved by the City Council. Law enforcement services are funded by the General Fund. Continued growth of the community can be accommodated with expansion of services provided by the Sheriff's Department, as needed to meet the demand.

### 3.6 FIRE PROTECTION

The Dorris Volunteer Fire Department is located at 307 South Main Street (APN 051-233-020), and consists of a fire hall with two engines and two pickup trucks. The Department has an active roster of 15 volunteer firefighters and is headed by a part-time paid chief. The Dorris Volunteer Fire Department responds to structure fires, vegetation fires, automobile fires, traffic collisions, hazardous material spills, calls for medical assistance, general aid, and 911 calls. The Dorris Volunteer Fire Department's jurisdictional boundaries are contiguous with the city limits.

According to the Fire Chief, the Dorris Volunteer Fire Department responds to an average of 227 calls per year. (See **Table 5, Dorris Fire Department Service Calls, 2008-2009.**) Approximately 69 percent of all calls the Department responded to over the past two years have been medical-related. The City of Dorris has an ISO rating of 4 as determined by the Insurance Services Office, Inc.

**Table 5  
Dorris Fire Department Service Calls, 2008-2009**

Year	Fire	Medical	Public Service	Other	Calls
2008	75	159	31	11	276
2009	23	143	12	0	178

*Source: Dorris Volunteer Fire Department*

### Fire Station

The Fire Station, located at 307 South Main Street, is approximately 5,100 square feet in size and consists of office space, four vehicle bays, a meeting/training room, and equipment storage. The station is not manned on a regular basis, but fire personnel are available via pager at all times. The station was constructed in 1949. Recently the roof was replaced. The station is considered to be in good condition, although it is in need of insulation.

### Future Fire Needs

Infrastructure and capital needs are determined by the Fire Chief and Assistant Fire Chief and must be approved by the City Council. New or upgraded infrastructure and equipment is financed by the City's general fund and occasional grants.

The primary needs with regard to fire protection in Dorris concern the related water storage tank and supply system that would provide additional water and fire flow when needed.

## **3.7 PARKS AND RECREATION**

The City of Dorris has a 0.53-acre park located near the intersection of Fourth Street and Oregon Street (APN 051-242-180). Facilities include a playground, picnic area and youth building. The City also has a 0.24-acre park situated adjacent to City Hall (APN 051-233-040) that includes picnic tables, park benches, and restrooms. In addition, there are two city-owned baseball fields located near the elementary school (APNs 051-192-010 and -020) that comprise approximately 4.4 acres and have been improved with dugouts, a concession stand, and restrooms. The City also recently completed construction of tennis courts on an approximately 0.48-acre site near the ball fields (APN 051-101-090).

Combined, the city-owned properties provide approximately 5.65 acres of recreational land for City residents. This equates to a ratio of 6.58 acres per 1,000 population. This ratio exceeds the minimum standard of five acres per one thousand population identified in the City's General Plan. While not included in the total, the high school and elementary school also have lands on their campuses that can be conditionally used for recreation by city residents.

The City's parks and recreation facilities are maintained by the Public Works Department, which also performs upgrades as necessary. While the Public Works Department is responsible for completing the work, the Public Works staff works closely with the City Council in order to determine the scope and nature of work to be performed.

### Future Parks and Recreation Needs

The City's existing park and recreation facilities are in good condition. Further, the City presently has sufficient parkland to exceed the standard of five acres per 1,000 population identified in the City's General Plan. As the City and the number of residents grow, more open space lands will need to be improved to provide additional recreation opportunities.

## **3.8 CITY HALL AND COUNCIL CHAMBERS**

City Hall is located at 307 South Main Street (APNs 051-233-030/040). City Hall houses the City's administrative offices and a large multipurpose community room with a kitchen and stage that is used as the City Council Chambers. Despite its age and historic character, the building is generally in good condition. While the building would require remodeling in order to

accommodate an increase in staff, this does not appear to pose a constraint in the near term given the community's projected slow rate of growth. Future improvement needs include ongoing maintenance and remodeling of the building to better accommodate the City's files, equipment, and staff. The City is pursuing a project that will designate the area south of the City Hall (known as the "City Hall Lawn", or "Dorris City Park", which is where the flagpole is located) as the "Centennial Welcome Plaza".

### **3.0 ADMINISTRATION, MANAGEMENT AND OPERATIONS**

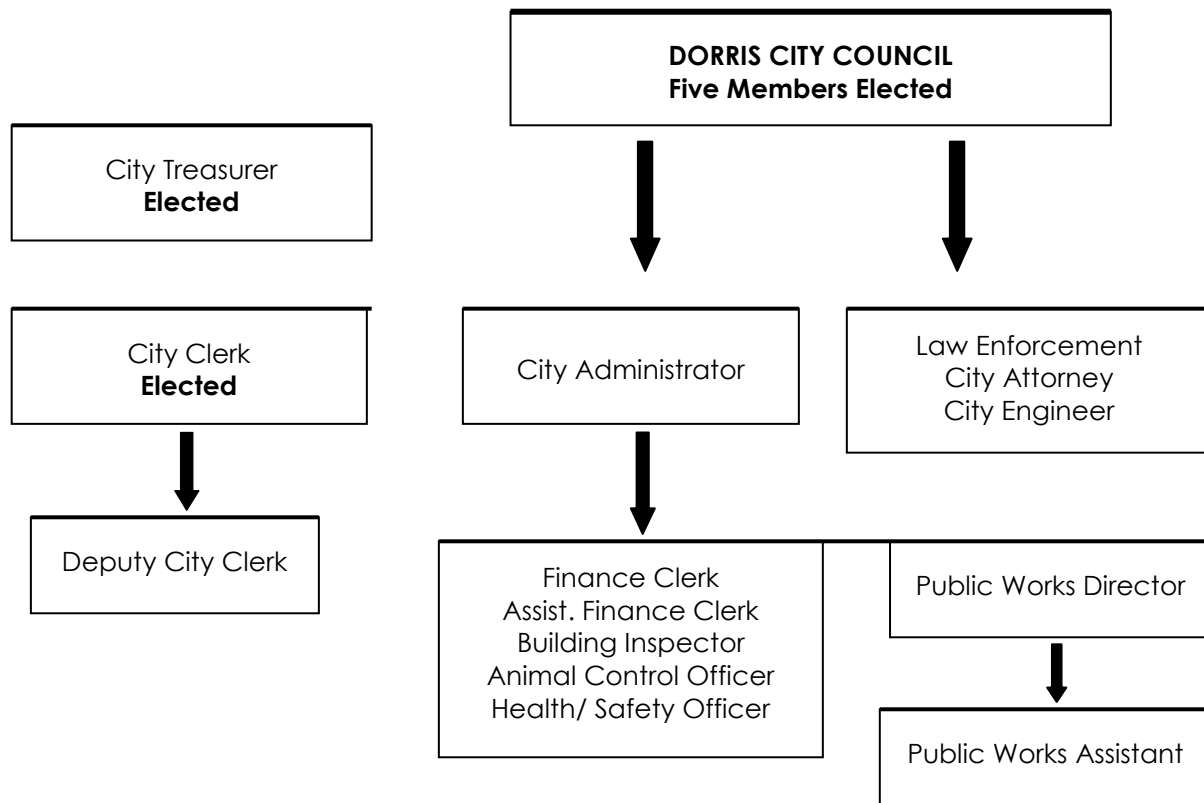
For the purposes of preparing a Municipal Services Review, information with respect to the following issues are typically evaluated with respect to efficiencies and/or cost avoidance opportunities:

- administrative procedures
- management and operational functions
- agency policies
- rules and regulations

The City Council operates as the administrative and financial governing body of the City of Dorris. Administrative decisions are made by the City Council in concert with city staff. The City of Dorris General Plan, last updated in 2007, contains the City's goals and policies concerning land use and resources. The City maintains a Municipal Code, in which the City's ordinances are codified, including the City's Zoning Code. Additionally the City has a policy and procedures manual and employee manual for all employees, which includes policies for communicating with the City Council.

As this MSR is being written (January 2011), the City has two full-time public works employees and nine part-time employees in the following departments: administration, finance, code enforcement/animal control, building, and fire. Additional municipal duties including law enforcement, city attorney, solid waste disposal, building, engineering, and sometimes planning services are obtained on a contractual basis. (See **Figure 3, Organizational Chart.**)

The City charges fees for planning, engineering, building, and public works services. As is often the case, fees for these services don't always cover the entire cost of providing services. When there is a shortfall between the fees collected and cost of providing services, the City is often required to make up the difference from the General Fund.



**Figure 3  
Organization Chart**

#### 4.0 FISCAL RESOURCES

The City of Dorris is faced with many budget challenges, the largest of which includes the rising cost of operations and maintenance and continually stagnant revenues which do not keep pace with expenditures. City staff and the City Council continually evaluate possible new revenue sources, fee programs, and grant opportunities that can help balance out the rising costs of operation and/or pinpoint any possible savings in order to plan for orderly growth.

Fees collected by the City typically do not support the full cost of regulating and accommodating new development. The City

attempts to keep fees as low as possible as a means to encourage development. The most significant fees typically associated with a residential building permit are the utility connection fees, building permit fees, and school impact fees. The City's rates and fees are similar to or less than other cities in the region. The City has not adopted development impact fees. Residential "base" fees are summarized in **Table 6, City of Dorris Utility, Planning and CEQA Fees.**

**Table 6  
City of Dorris Utility, Planning and CEQA Fees**

<b>Residential Base Impact and School Fees:</b>	
Water connection	\$400
Sewer connection	\$500
School impact fee	\$2.63/sq. ft.
<b>Planning Fees:</b>	
Conditional Use Permit	\$150-\$200
Planned Development	\$1,000 + \$100 plan check fee
Subdivision (3 to 4 lots)	\$400
Subdivision (5 or more lots)	\$750 plus \$10/lot
Variance	\$200
Zone Amendment	\$500 - \$1,000
<b>CEQA:</b>	
Negative Declaration	Actual cost
Mitigated Negative Declaration	Actual cost
Environmental Impact Report	Deposit plus actual cost

*All planning fees are considered to be estimates and vary depending on complexity of the project.  
Source: City of Dorris.*

The City of Dorris budget for the 2010/2011 fiscal year consists of estimated revenues of \$1,793,010 and expenses of \$1,671,171, resulting in a projected deficit of \$121,839. (Please refer to **Table 8, City of Dorris Operating Budget, 2008-2011.**) The City's general fund budget for the 2010/2011 fiscal year is included as **Appendix B, 2010/2011 Adopted General Fund Budget.**

The City's budget consists of four groups of funds: the General Fund; the Restricted Fund; the Enterprise Fund; and the CDBG Fund. Each fund is discussed in greater detail below.

##### General Fund

The General Fund is the primary operating fund for the City and typically consists of unrestricted monies. For the 2010/2011 fiscal year, the City projects general fund revenues of \$476,731, of which approximately 41 percent is budgeted for employee salaries and benefits. Other general fund expenses include law enforcement services, city utilities, solid waste service for city residents, and insurance. The primary revenues for the City's general fund are sales tax, property tax, transient lodging tax, and franchises. Minor revenue sources include building permits, business licenses, and animal licenses.

For the 2010/2011 fiscal year, general fund expenses are expected to result in deficit spending of approximately \$8,853. (See **Table 7, City of Dorris General Fund Budget, 2008-2011.**)

##### Restricted Fund

The Restricted Fund consists of grant funding for specific projects and purposes, such as transportation improvements, park improvements, and law enforcement services. For the

2010/2011 fiscal year, the City projects approximately \$464,000 in restricted fund revenues, which accounts for approximately 26 percent of the City's total operating budget.

Enterprise Fund

The Enterprise Fund consists of revenues and expenditures for sewer and water service. Revenues are typically user fee based and include connection fees for new development as it occurs. Expenditures include ongoing maintenance and upgrades to the sewer and water systems. In order to address necessary improvements to both the sewer and water systems, the City most recently adopted staged rate increases in July 2008. For the 2010/2011 fiscal year, these rate increases include an increase in the base water fee of approximately 6.1 percent and an increase in the sewer charge of approximately 8.8 percent. The enterprise fund is anticipated to result in a surplus of \$22,189 for the 2010/2011 fiscal year. (See **Table 8, City of Dorris Operating Budget, 2008 to 2011.**)

**Table 7  
City of Dorris General Fund Budget, 2008 to 2011**

Type	Actual '08/'09	Actual '09/'10	Adopted '10/'11
<b>GENERAL FUND REVENUE</b>			
Taxes	\$168,151.97	\$199,372.80	\$206,350.00
Licenses and Permits	\$13,802.98	\$9,073.99	\$9,225.00
Traffic Safety Receipts	\$42,058.39	\$6,273.55	\$6,600.00
Receipts - Other Agencies	\$44.32	\$32,200.00	\$13,200.00
Restricted Grant Income	\$5,000.00	-	\$5,000.00
City Receipts	\$33,332.39	\$10,337.99	\$16,600.00
Other Fund Contributions	\$18,798.26	\$21,437.95	\$24,300.00
Other Income	\$225,789.29	\$155,099.40	\$195,455.70
Total General Fund Revenues	\$508,977.60	\$433,795.68	\$476,730.70
<b>GENERAL FUND EXPENSES</b>			
Administration	\$60,709.96	\$56,083.69	\$58,465.00
Finance	\$49,658.01	\$50,671.98	\$53,604.00
Public Works/Buildings and Grounds	\$38,158.31	\$39,744.60	\$47,358.76
Public Works/Utilities	\$74,138.52	\$87,587.61	\$94,080.00
Public Works/Streets	\$13,257.42	\$16,730.27	\$18,915.00
Fire Department	\$18,529.01	\$26,152.16	\$29,771.00
Contracts/Insurance/Miscellaneous	\$120,409.99	\$136,548.25	\$160,550.00
Building Inspector/Health and Safety	\$7,402.02	\$23,084.03	\$11,140.00
Animal Control	\$2,348.92	\$2,090.95	\$5,900.00
Grant Expenses	-	-	\$5,000.00
Other Expenses	\$46,553.18	-	-
Total General Fund Expenses	\$442,566.89	\$451,607.05	\$485,583.76
<b>GENERAL FUND REVENUES VS. EXPENSES</b>	<b>\$64,410.71</b>	<b>(\$17,881.37)</b>	<b>(\$8,853.06)</b>

Source: City of Dorris

**Table 8  
City of Dorris Operating Budget, 2008 to 2011**

	Actual '08/'09	Actual '09/'10	Adopted '10/'11
<b>GENERAL FUND</b>			
Total General Fund Revenues	\$508,977.60	\$433,795.68	\$476,730.70
Total General Fund Expenses	\$442,566.89	\$451,607.05	\$485,583.76
<b>Net Revenue over Expenditures</b>	\$64,410.71	(\$17,881.37)	(\$8,853.06)
<b>RESTRICTED FUND</b>			
Total Restricted Fund Revenues	\$533,300.78	\$193,557.64	\$465,950.00
Total Restricted Fund Expenses	\$202,430.89	\$188,707.87	\$465,825.00
<b>Net Revenue over Expenditures</b>	\$330,869.89	\$4,849.77	\$125.00
<b>CDBG FUND</b>			
Total CDBG Fund Revenues	\$432,984.26	\$455,568.09	\$545,150.00
Total CDBG Fund Expenses	\$311,665.20	\$604,033.07	\$675,950.00
<b>Net Revenue over Expenditures</b>	\$121,319.40	(\$148,464.98)	(\$131,800.00)
<b>FIRE DEPARTMENT</b>			
Total Fire Fund Revenues	\$2,110.50	\$13,435.16	\$5,530.00
Total Fire Fund Expense	\$1,698.00	\$11,170.16	\$9,030.00
<b>Net Revenue over Expenditures</b>	\$412.50	\$2,265.00	(\$3,500.00)
<b>ENTERPRISE FUND</b>			
Total Enterprise Fund Revenues	\$265,100.00	\$275,700.00	\$299,650.00
Total Enterprise Fund Expense	\$264,117.00	\$273,161.00	\$277,461.00
<b>Net Revenue over Expenditures</b>	\$983.00	\$2,539.00	\$22,189.00
<b>TOTAL CITY REVENUES VS. EXPENSES</b>	\$517,995.50	(\$156,692.58)	(\$121,839.06)

Source: City of Dorris

#### CDBG Fund

The CDBG Fund consists of Community Development Block Grant (CDBG) and Economic Development Block Grant (EDBG) monies awarded to the City by the California Department of Housing and Community Development. These programs are highly competitive in nature with the grants restricted for specific types of projects and purposes. For the 2010/2011 fiscal year, the City projects approximately \$492,000 in CDBG and EDBG revenues, which is approximately 27 percent of the City's 2010/2011 budget.

## **5.0 GOVERNANCE**

The City Council operates as the governing body for the City of Dorris. The Council consists of five persons elected by the residents of the City. Council members serve a four-year term. City Council meetings are typically held the first and third Monday of each month at 6:30 pm in the City Council Chambers located at 307 South Main Street.

The City does not have a separate planning commission (the City Council serves in that capacity), nor are there other commissions and standing committees that operate on an on-going basis as advisory bodies to the City Council.

## 6.0 WRITTEN DETERMINATIONS

Six key determinations are required to be made by LAFCO in conjunction with preparation of MSRs pursuant to Government Code Section 56430. The following discussions have been prepared for each required determination consistent with Siskiyou LAFCO's policies and procedures for review of municipal services. The determinations are summarized in the Executive Summary (Section 2.0) of this MSR.

### 1. Growth and Population

#### Residential Growth

According to the California Department of Finance, the population of the City of Dorris decreased from 886 in 2000 to 858 in 2010. This represents a decrease of 28 persons, or approximately 3.2 percent. This negative population growth has been an unfortunate trend for many of the smaller cities in Siskiyou County since the collapse of the timber industry in the 1980's.

**Table 9**  
**City of Dorris Building Permit Activity, 2005-2009**

Year	Single-Family Dwellings	Multifamily Dwellings	Commercial	Industrial
2005	1	0	0	0
2006	2	0	0	0
2007	1	0	1	0
2008	1	0	0	0
2009	1	0	0	0
Total	6	0	1	0

Source: City of Dorris

To assist in the assessment of population and growth trends, data was provided by the City of Dorris on building activity since the year 2005. **Table 9, City of Dorris Building Permit Activity, 2005-2009**, summarizes annual building permit activity.

As noted in **Table 9**, there has been very little residential construction between 2005 and 2009. Further, all residential construction during the past five years has involved single-family dwellings, and mostly in the form of manufactured homes. Further, only one commercial structure, a coffee stand, was developed during this time.

Although the City of Dorris is growing with a few new dwellings each year, the population continues to decline. This makes it rather difficult to project population growth over the next twenty years with much reliability. Regardless, the City remains an attractive place for persons seeking a small town lifestyle in a region of abundant scenic beauty. Should new employers move into the City or the surrounding area, Dorris' population is expected to rebound.

**Table 10**  
**Population Projections**

Year	Negative Growth Projection	Positive Growth Projection
2010	858	858
2015	844	871
2020	831	885
2025	818	900
2030	805	915

For the reasons noted above, **Table 10, Population Projections**, projects two growth rates for the City of Dorris. The first is a "negative growth" projection that assumes a constant 0.32 percent negative annual growth rate, while the second is a slightly more optimistic "positive growth" projection, which assumes a constant 0.32 percent annual increase. Over the next 20 years, the



“negative growth” projection would result in a population decrease of 53 persons and the “positive growth” projection would result in an increase of 57 persons.

Residential development in the City has largely consisted of single-family dwellings, though a smattering of multifamily options are also available. The California Department of Finance estimates that the City of Dorris has a total of 409 housing units as of January 2010, of which 318 are single-family dwellings, 16 are multifamily units, and 75 are mobile homes. Of these units, approximately 13.2 percent are currently vacant. (See **Table 11, Housing Units.**)

Vacant sites currently exist in the City for single-family and multifamily development. However, as noted in **Table 12, Projected Residential Buildout**, the City lacks vacant land designated for high density residential development. Further, while not reported in the total acreage of vacant land, there are a number of commercial properties that could be developed with residential uses upon issuance of a use permit. Additionally, there are a number of parcels in the City that could accommodate a second dwelling as permitted by State law and local ordinance.

Based on 2.42 persons per household, as reported by the California Department of Finance, the addition of 399 dwelling units would increase the City's population by 965 persons, resulting in a total population of 1,823.

**Non-Residential Growth**

*Commercial* - Properties located along U.S. Hwy 97 comprise the majority of Dorris' commercial area. Several properties located along West Third Street also provide commercial services. Those businesses along U.S. Hwy 97 cater to both the traveling public and local residents, whereas businesses along West Third primarily provide services to the local population. The downtown area has a limited amount of vacant land, but several sites are suitable for development of small commercial enterprises or expansion of existing businesses.

*Industrial* - Lands designated for industrial use are located within the southern and eastern portions of the City. The largest industrial establishment in the City is Dorris Lumber and Moulding. Approximately 42.4 acres are designated and zoned for industrial use in the City with an estimated 25.4 acres being vacant and available for development.

Despite the availability of vacant industrial lands readily served by U.S. Hwy 97, it is not expected that there will be much demand for conventional industrial development in the near future with even less potential for annexation of industrial lands to the City.

**Table 11  
Housing Units**

	2000	2010	Percent Change
Housing Units	396	409	3.3%
Persons Per Unit	2.59	2.42	6.6%
Percent Units Vacant	13.6%	13.2%	2.9%

Source: California Department of Finance, Table E-5.

**Table 12  
Projected Residential Buildout**

Zoning	Acres	Dwelling Units
Low Density Residential, 4 units per acre	41.1	202
Medium Density Residential, 12 units per acre	22.3	187
High Density Residential, 20 units per acre	0.0	0
Planned Unit Development, One unit per parcel until adoption of a PD	96.7	10
Total Residential Buildout	160.1	399

Notes: Buildout based on Table B-38, Vacant Land Inventory, of the Housing Element for the City of Dorris: 2009-2014.

## 2. Capacity of Public Facilities and Adequacy of Public Services

### **Water Infrastructure**

As noted earlier, the City has one active well that produces approximately 1.8 MGD. With current demands on the system of approximately 1.4 to 1.7 MGD, it is estimated that sufficient capacity remains with which to accommodate approximately 20 additional housing units. While that's not many units, it should be adequate to accommodate growth through the year 2025 based on the recent trend of population "growth" (generally a net loss of population) experienced over the past 20 years. Regardless, the City recognizes that it is in need of an additional supply of potable water and a storage tank, and is pursuing the grant funding needed to make these improvements. Further, portions of the City's water distribution system are comprised of old steel mains that are at the end of their useful service life. Again, the City is pursuing grant funding to make the necessary improvements.

### **Wastewater Infrastructure**

The City's wastewater treatment facility was designed to accommodate maximum flows of 0.30 MGD. Given an existing demand of approximately 0.12 MGD, the treatment plant has adequate capacity to accommodate growth of the community as projected in the General Plan.

### **Storm Drainage**

The City's storm drain system is primarily limited to improvements installed by Caltrans to serve U.S. Hwy 97 as it runs through town. Given relatively little precipitation, large residential lots, and porous soils in the City, these improvements are generally adequate to meet the needs of the City.

### **Roadways**

The City's street system is in need of improvements in the way of routine maintenance. Further, as reported in Section 3.4 above, several projects listed in the Siskiyou County Regional Transportation Plan have not been completed due to a lack of funding. Immediate needs include those projects listed in **Table 3** of this MSR as 'Tier 1 priority.

### **Law Enforcement**

The Siskiyou County Sheriff's Department reports that the service agreement they have with the City of Dorris is adequate to meet the community's current needs. Further, future growth of the community can be accommodated through modification of the agreement as needed.

### **Fire Protection**

The Dorris Fire Department is primarily a volunteer organization. Volunteer firefighters work full-time jobs, and often take time off from their regular jobs to respond to calls. However, given the infrequency of calls and the response of volunteers when called upon, fire protection within the community appears to be adequate.

### **Parks**

The City's parks and recreation facilities amount to a total of 5.65 acres of recreational land. This amounts to a ratio of 6.58 acres per 1,000 population. This exceeds the five-acres-per-thousand standard identified in the City's General Plan. The high school, middle school and elementary

schools have lands on their campuses that are also used conditionally for recreation. The City has adequate parks and recreation services and facilities to serve the planned growth of the City.

### **Administrative**

The City's administrative staff includes the City Administrator, City Clerk, and Finance Department. Generally, the administrative structure appears to be adequate for the current and near-term capacity.

### 3. Financial Ability of the City to Provide Service

The City currently utilizes a number of funding sources including tax revenues, grants and fees. Like many small rural cities, the City of Dorris' annual budget usually balances out financially near zero or at a deficit. Due to the variable nature of State funding and other grant sources that the City utilizes for operating costs, the City occasionally has to utilize reserve funds to finance budget deficits.

The City general fund revenues have fluctuated over the past three years from a high of \$508,710 in 2008/2009 to a low of \$433,796 in 2009/2010. The City of Dorris' budget is largely dependent on secured and unsecured taxes, which do not increase at a rate comparable with the increase in cost of City operations. That factor results in periodic deficits. As such, it is projected that the City's general fund will operate with an \$8,853 deficit in 2010/2011.

In addition to the General Fund, the City's operating budget includes three other categories of funds: the Restricted Fund; the CDBG Fund; and the Enterprise Fund. The inclusion of these funds typically elevates the City's total operating budget to a sustainable level. However, deficits do occur. For instance, despite a surplus of approximately \$518,000 in 2008/2009, it is projected that the City's total operating budget will result in a \$121,839 deficit for the 2010/2011 fiscal year.

Based on the need to update the City's existing water infrastructure, it is suggested that the City continue its pursuit of grant monies in order to acquire sufficient funding to implement the necessary improvements. It is anticipated that with the award of grant funding, existing connection fees, and monthly user fees, the City will be able to meet the expected demands for its public services.

### **Opportunities for Rate Restructuring**

The City of Dorris currently utilizes connection fees and fees for services to offset the cost of City operations and to fund necessary infrastructure improvements.

On July 1, 2008, the City implemented rate increases for water and sewer services. These fees have been implemented in a stepped fashion with rate increases over the past three years. The City is in a good position, by implementing utility rate increases, to meet the demands for services that will result as development increases.

### 4. Status of, and Opportunity for, Shared Facilities

The City of Dorris utilizes a number of facilities for shared services. City Hall is utilized for city administration, public works, building, finance, City Council meetings, and various community events. The public works yard is utilized for vehicle maintenance and other construction and maintenance needs. At this time there is no additional consideration being given by the City to combining City services or facilities with those of other providers and agencies.

## 5. Accountability for Community Service Needs, Government Structure and Operational Efficiencies

The area served by the City of Dorris includes the area originally incorporated in 1908, as well as additional properties that have been annexed to the City since that time. Depending upon where annexation occurs, if and when it occurs, annexation of properties adjacent to the City may result in a larger service area for public works, water and wastewater, fire, and city administration. Some areas adjacent to the City are currently served by City water. Further, the Siskiyou County Sheriff's Department already provides law enforcement services to adjacent unincorporated areas; however, the City of Dorris is not responsible for the cost of providing those services.

The City of Dorris has established an effective internal organization to provide efficient, high-quality public services. It is an on-going objective of the City to improve services, reduce waste, eliminate duplication of effort, contain costs, maintain qualified employees, build and maintain adequate contingency reserves, and encourage and maintain open dialogues with the public and other public and private agencies. The City maintains on-going analysis of agency functions, operations and practices, and the City's ability to meet current and future service demands.

The City of Dorris City Administrator and staff are available to the public on a regular basis. City staff promptly answers questions from the public and is attentive to inquiries and concerns. The Council provides opportunity at each meeting for public input and regularly refers matters brought up by the public to the staff for review and consideration. The local accountability of the City and City staff is good.

The City of Dorris utilizes cost avoidance techniques that increase efficiency and decrease operating costs of the City. Techniques include eliminating duplicate services, reducing high-administrative-to-operational-cost ratios, reducing inventories of inefficient and/or outdated equipment, and creative use of personnel and volunteer resources.

## 6. Other Matters Required by Commission Policy

The Siskiyou County LAFCo does not have any other matters related to effective or efficient service delivery as required by policy.

## 7.0 BIBLIOGRAPHY

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# APPENDICES





# APPENDIX A

City of Dorris

Adopted Budgets



**2010-2011  
General Fund Budget**

<b>Ordinary Income/Expense</b>					
<b>Income</b>					
	<b>4000 - TAXES</b>				
	4001 - Retail Sales Tax			22,000.00	
	4002 - Property Tax			92,400.00	
	4002.1 - Prop Tax-In-Lieu VLF			66,200.00	
	4003 - Motel/Hotel Tax			6,200.00	
	4004 - Document Transfer Tax			500.00	
	4004 - Franchise Tax			10,000.00	
	4006 - Misc Tax Receipts			50.00	
	4007 - COPS Grant			0.00	
	4008 Triple Flip (CA Payback)			9,000.00	
	4000 - TAXES - Other			0.00	
	<b>Total 4000 - TAXES</b>			<b>206,350.00</b>	
	<b>4100 - LICENSES &amp; PERMITS</b>				
	4101 - Dog Licenses/Animal Fees			1,100.00	
	4102 - Building Permits			5,500.00	
	4103 - Business Licenses			1,200.00	
	4104 - Burning Permit			350.00	
	4106 - Planning Commission Perm			500.00	
	4108 - Yard Sale Permits			175.00	
	4109 - Outdoor Advertising Lic			400.00	
	4100 - LICENSES & PERMITS - Other			0.00	
	<b>Total 4100 - LICENSES &amp; PERMITS</b>			<b>9,225.00</b>	
	<b>4200 - TRAFFIC SAFETY RECEIPTS</b>				
	4201 - Motor Vehicle Fines			3,500.00	
	4202 - Motor Veh Lic Fees (ST)			2,800.00	
	4204 - VLF (St of CA Payback)			0.00	
	4200 - TRAFFIC SAFETY RECEIPTS - Other			300.00	
	<b>Total 4200 - TRAFFIC SAFETY RECEIPTS</b>			<b>6,600.00</b>	
	<b>4300 - RECEIPTS-OTHER AGENCIES</b>				
	4301 - CDBG Administration			4,000.00	
	4304 - EDBG Administration			4,000.00	
	4307 - SCORE Reimbursement			3,000.00	
	4309 - State Mandated Cost Reim			2,200.00	
	4300 - RECEIPTS-OTHER AGENCIES - Other			0.00	
	<b>Total 4300 - RECEIPTS-OTHER AGENCIES</b>			<b>13,200.00</b>	
	<b>4400 - PUBLIC HEALTH</b>			0.00	
	<b>4400 - RESTRICTED GRANT INCOME</b>				
	4401 - California Recycling			5,000.00	
	4402 - FEMA Reimbursement			0.00	
	4400 - RESTRICTED GRANT INCOME - Other			0.00	
	<b>Total 4400 - RESTRICTED GRANT INCOME</b>			<b>5,000.00</b>	
	<b>4500 - CITY RECEIPTS</b>				
	4501 - Rents			2,500.00	
	4502 - Sale of Real Property			0.00	
	4503 - Interest (Bank/Other)			6,000.00	
	4505 - Service Fees			100.00	
	4506 - Lot Cleaned			200.00	
	4507 - Animal Control Reimb			100.00	
	4508 - Misc Receipts			2,000.00	
	4509 - Booking Fees			1,200.00	
	4510 - Abatement Reimburse			2,500.00	
	4511 - Land Rent			1,000.00	
	4512 - Repair/Maintenance			200.00	
	4513 - Marquee Ads			400.00	
	4514 - FEMA Damage Reimbursemen			0.00	
	4515 - Event Insurance			400.00	
	4500 - CITY RECEIPTS - Other			0.00	
	<b>Total 4500 - CITY RECEIPTS</b>			<b>16,600.00</b>	
	4512.01 - Blind Damage/Replace			0.00	
	<b>4600 - OTHER FUND CONTRIB</b>				
	4601 - Fire Dept Administration				
	4601.01 - Fire Dept Accident			0.00	
	4601.02 - Fire Dept Medical			0.00	
	4601.03 - Fire Dept Fire Resp			0.00	
	4601 - Fire Dept Administration - Other			2,000.00	
	<b>Total 4601 - Fire Dept Administration</b>			<b>2,000.00</b>	









# APPENDIX B

City of Dorris

Vehicles and Equipment





## City-Owned Vehicles and Equipment

Public Works Vehicles			Condition
	Handicap Van	Ford/w lift	1994 Fair
	Ford Extended Cab	White Utility Truck	3/17/2004 Good
	Ford F 250	White Utility Truck	12/31/2007 Good
	2008 Ford Ranger	White Code Enforce	12/17/2007 Good
	Dump truck	Interna. 1850	1974 Fair
	Van/Boom	Chevy	1985 Fair
	Pickup	F250 4X4	1979 Poor
Public Works Equipment			
	<u>2004</u> Case Backhoe	4W backhoe	12/18/2008 Good
	Backhoe	Case 580C	Fair
	Grader	Galion T600 Series B	Poor
Fire Department			
	Truck	Ford	1985 Fair
	Truck	Seagrave	1972 Poor
	Utility Truck	Chevy	1999 Good
	4 door Crew Cab F-450	Ford	2004 Good